

PRISON REPORT
DEPARTMENT OF WELFARE

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PRISON REPORT

DEPARTMENT OF WELFARE

A Review of the Four-Year Period, 1931-34 Inclusive, in the
Penal and Correctional Institutions of the Common-
wealth and a Discussion of Objectives

COMMONWEALTH OF PENNSYLVANIA
DEPARTMENT OF WELFARE
Alice F. Liveright, *Secretary*

LETTER OF TRANSMITTAL

January 2, 1935.

Honorable Gifford Pinchot, Governor,
Commonwealth of Pennsylvania,
Harrisburg, Pennsylvania.

Dear Sir:

Your "Final Message to the General Assembly of the Commonwealth of Pennsylvania," and the appendix thereto, include references to the prisons of the Commonwealth.

Lack of space, however, made it impossible fully to describe the developments which have taken place.

During this administration certain spectacular events have attracted attention. The most fundamental events are less obvious and must be studied in order that they may be understood.

The report which I am transmitting to you attempts to describe prison problems, the way in which we have met them, and our recognition of certain fundamental objectives.

Very truly yours,

Alice J. Lavin

Secretary of Welfare.

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FOREWORD

EVERY year the penal and correctional institutions of Pennsylvania pour back into the stream of our population approximately 2,500 men and women.

For their maintenance the taxpayer has been heavily assessed. The cost of our prison program runs into millions of dollars annually.

What does the taxpayer get for his money?

If a reasonable proportion of those 2,500 men and women emerge from the shadow of prison walls trained and ready to bear their share of the common burden, his investment is repaid with interest.

If they return only as predatory enemies, with an added sense of grievance to be avenged, the investment is worse than wasted. It has squandered both money and human resources.

During the present administration the Department of Welfare, which, through its Bureau of Corrections, administers the prison system of Pennsylvania, has sought to make the taxpayer's investment worth while.

It has spared no effort to transform convicted violators of our laws into productive citizens who will represent an asset rather than a liability to Pennsylvania.

Its primary purpose in this program has been to help the Commonwealth and the people—who bear the costs and suffer the hurts of crime. Recasting the prisoner's life to prepare him for cooperative citizenship has been the method employed. It is not the sole objective. It is, however, an important one, recognizing the mandates of humanity as well as of justice.

The following pages explain the program which the Department has followed in its efforts to reduce the costs and the volume of crime, and to make the criminal into a man.



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Chapter I

PENNSYLVANIA'S PRISONS

THE Commonwealth of Pennsylvania supports and administers four penal and correctional institutions. They are:

The Eastern State Penitentiary, Philadelphia, with its prison farm branch at Graterford, Montgomery County.

The Western State Penitentiary, Pittsburgh, with its prison farm branch at Rockview, Centre County.

The Pennsylvania Industrial School, Huntingdon, Huntingdon County.

The State Industrial Home for Women, Muncy, Lycoming County.

The Eastern State Penitentiary at Philadelphia receives male prisoners from the Eastern District of Pennsylvania. Completed in 1829, it is one of the oldest prisons in the United States. Its high walls enclose 12 acres, almost completely covered with cell blocks and other buildings. It lacks space for farm activities and for adequate outdoor recreational facilities.

The New Eastern State Penitentiary at Graterford receives prisoners transferred from the Penitentiary at Philadelphia. It stands on a reservation of 1862 acres, of which approximately 64 acres are enclosed in a high concrete wall. Part of its ground is under cultivation by the prisoners. It was originally planned to house a prison population of 3200 and to replace its parent institution. Later the plans were revised to provide for a maximum population of 2000.

The Western State Penitentiary at Pittsburgh receives male prisoners from the Western District of Pennsylvania. It was completed in 1885, and includes 2 cell blocks and administrative, industrial, school and other buildings, surrounded by a high stone wall. It has no facilities for farm activities.

The Farm Prison Branch, Western State Penitentiary, at Rockview receives prisoners transferred from the Penitentiary at Pittsburgh. When construction was begun in 1913, it was planned to make this institution the central prison of

the State and for that reason part of its construction is of the maximum security, or Bastile, type. Today a picket fence surrounds the 29 acres where early plans called for a high stone wall. Approximately 7,000 acres adjoining the prison are being developed, and 2,100 acres are tilled by inmates. Reforestation is another prison activity. All executions in Pennsylvania take place at Rockview.

The Pennsylvania Industrial School at Huntingdon is a reformatory. It receives by commitment from any part of the Commonwealth male delinquents between the ages of 15 and 25. Recently young prisoners have been transferred there from the penitentiaries. The prison was originally built as a penitentiary but its name and purpose were changed before completion. It stands on a reservation of 664 acres, of which 10 are enclosed by a wall. A variety of shops offer opportunity for vocational training. The inmates also operate a large farm and gardens.

The State Industrial Home for Women at Muncy receives by court commitment from any part of Pennsylvania girls and women over 16 years of age sentenced for more than one year. It consists of an administration building, 8 fire-proof stone cottages and a number of farm and other buildings situated on a landscaped plot of 535 acres. There is no wall. It has gardens, a dairy, a poultry yard and a piggery, all operated by inmates, who engage also in domestic, industrial, educational and vocational-training activities.

Control of these penal and correctional institutions rests with the State Department of Welfare and Boards of Trustees appointed by the Governor.

The Board of Trustees of each institution has general direction and control of the property and management. It appoints the warden or superintendent, subject to the approval of the Governor; appoints other officers and employes and fixes their salaries, and makes by-laws, rules and regulations, subject to the approval of the Secretary of Welfare.

The Department of Welfare has control of industries in the penal and correctional system of the State. Its powers also include inspection of the separate institutions, approval of policies planned by the Boards of Trustees, determination

of the capacity of institutions and the type of offender to be received in each, financial control and the transferring of inmates. It acts in an advisory capacity in the appointment of the Boards of Trustees and superintendents.

The chapters which follow discuss the penal and correctional institutions of Pennsylvania as they were in 1931 when the present Governor, Gifford Pinchot, and his Secretary of Welfare, Alice F. Liveright, assumed office; the changes that have occurred since then, and the institutions as they are today.

*Chapter II***CONDITIONS IN 1931***Population:*

IN the fiscal year ending May 31, 1931, the State penal and correctional institutions housed a population of 6,235. It was divided as follows:

Eastern State Penitentiary, including Graterford, 2,734.

Western State Penitentiary, including Rockview, 2,058.

Pennsylvania Industrial School, 1,323.

State Industrial Home for Women, 120.

In the majority of the institutions this meant serious overcrowding, with all its attendant difficulties affecting discipline, health, education, and occupational activities.

The outstanding exception was the State Industrial Home for Women at Muncy where housing conditions were satisfactory though limited. The inmates occupied separate rooms in cottage-type stone houses. Each room had an outside window and was adequately equipped. Inmates ate at tables seating four, in the cottage dining rooms, and followed a program which included recreation, education and vocational and health building activities.

At the Pennsylvania Industrial School definite over-crowding existed. On May 31, 1931, 1,323 inmates were being held in an institution designed for a much smaller capacity.

At the Pennsylvania Industrial School and Rockview double-deck beds were required to meet a situation created by the necessity of housing two men in cells planned for one.

At the Eastern State Penitentiary, including Graterford, 2,734 inmates were crowded into facilities which could at the best handle only two thousand. Included in the available housing were temporary barracks and tents erected at Graterford, then in process of construction.

The disadvantages of overcrowding were most serious at the Pennsylvania Industrial School and the Eastern State Penitentiary. At the former, the practice of doubling in cells increased the possibility of malign influences on the boys or youths who might be quartered with more hardened offenders,

and limited vocational and recreational opportunities. It also encouraged a policy of feeding many inmates in their cells instead of in the common dining room, where food could be received in more attractive condition, and the natural gregarious habits of youth might find satisfaction.

At the Eastern State Penitentiary overcrowding limited the opportunity for "yard out," as the exercise period in the open air is known, and for vocational activities as well.

At Graterford the necessity of housing inmates in temporary barracks and tents made for more difficult administration.

In every institution overcrowding threw an added burden on the staff with the dual disadvantage of making its work more difficult and curtailing opportunity for activities other than those of custodian. Among inmates its effects were harmful.

Budget For Biennium

Appropriations:

For the biennium 1931-33, the maintenance appropriation for the state penal and correctional institutions totalled \$5,413,000. It was divided as follows:

Eastern State Penitentiary (including Graterford), \$2,086,000

Western State Penitentiary (including Rockview), \$1,995,000

Pennsylvania Industrial School, \$1,064,000

State Industrial Home for Women, \$268,000

Construction appropriations for the same period totalled \$2,578,000. This was divided as follows:

New Eastern State Penitentiary, Graterford, \$2,000,000

Western State Penitentiary (including Rockview) \$228,000

Pennsylvania Industrial School, \$200,000

State Industrial Home for Women, \$150,000

There was great need for this construction appropriation. Eastern Penitentiary required funds for additional housing at Graterford, and for continuance of the construction program of the entire plant. Rockview was constructing housing adapted to the farm type of prison rather than the Bastille type, along which lines the institution had originally been

planned. Huntingdon needed money for additional cell blocks. Muncy was completing new cottages to provide adequate facilities for women then serving penitentiary terms in county prisons who were to be transferred to the State institution.

Per Diem Costs:

Per diem costs in 1931 showed a moderate variance.

At the Eastern State Penitentiary the per diem maintenance cost per capita was \$1.0135; at the Western State Penitentiary, \$1.4199; at the State Industrial School, \$1.1118; at the State Industrial Home for Women, \$2.5707.

In all penal institutions the per diem costs tell an interesting story. They are more than statistics. They reflect the program, or absence of program, within the prison walls.

The difference between the per diem costs at the Eastern and Western Penitentiaries offers a typical illustration. The low per diem cost at Eastern indicates that the institution was below the others not alone in cost but also in equipment and personnel; while Western, with its somewhat higher per diem cost, had advantages that Eastern lacked.

The higher per diem cost at Muncy reflected, in part, a national picture of greater costs for women prisoners, and also an advanced program, including separate and not unattractive rooms for the inmates, progressive recreational and educational facilities and other advantages. Moreover the population was comparatively small, which invariably means higher per diem rates.

Personnel:

In general, the administrative staffs and guards of the State's penal and correctional institutions in 1931 lacked specific training for this important public service. This is still true to a large extent in Pennsylvania, as well as in most other states, although many improvements have been made during the past few years. The great majority of the guards qualified for their positions by virtue of military or police training. Both of these, although valuable, fail to prepare a man thoroughly for duties as prison officers. Few had training in fields of vocational activity which would prepare them adequately for the supervision of men at work. In some

institutions efforts were made to overcome this lack of preparatory training by classes and lectures within the prison walls.

The professional staffs attached to the institutions, including dentists, physicians, psychologists and the like, met high professional standards, but they were limited in number.

This situation was due, of course, to the fact that throughout the United States there is little opportunity for the training of prison officials, except within the prison itself. Because of the importance of the work, opportunity for such training along professional lines is urgently needed.

Program:

Although efforts were made to convert our prisons into real houses of rehabilitation, the programs in 1931 fell below what might be desired.

At Huntingdon, for example, an old-fashioned disciplinary system shrouded the entire institution in a cloud of hopelessness which hampered the reshaping of lives committed to its care. It was at that time perhaps the most rigidly disciplined reformatory in the United States. The silence system was enforced in the mess hall. Because of over-crowding many of the boys were fed in their cells.

A large group known as the "scrub gang" was maintained. Into it went every inmate immediately after commitment, as well as other prisoners found guilty of infraction of rules. Its chief disadvantage lay in the fact that it associated the idea of cleanliness with that of punishment. A member of the "scrub gang" had not completed his task when the floor area he was assigned to scrub was entirely clean. He continued to scrub over and over the same spot, on the tread-mill principle.

The silence rule in the mess hall appeared to spread its influence over all institutional life. At the ball games during recreational periods, there was no cheering, spontaneous or otherwise. The general atmosphere of the institution was reflected in the comment of a visitor who said: "What impressed me most was that I did not see one smile. The entire atmosphere was one of discouragement and despair."

For offenses more serious than those which merited "scrub gang" assignments, the inmates were confined in punishment

cells of the semi-dungeon type lacking light and direct ventilation, and with planks for beds. Virtually all the officers of the prison were advanced in years, and clung to the disciplinary ideas of an earlier generation. Many of them were retired on age during the latter months of 1931 and in 1932, when a new Superintendent took charge.

At the Eastern State Penitentiary the program was limited by lack of facilities and a preoccupation of the prison administration with the building program. Radios and newspapers were forbidden the prisoners. There was little emphasis on attendance in the prison schools, which had only a few courses. The existing library was insufficiently used.

At the Western State Penitentiary many classes were in progress under the direction of an educational director. There were definite efforts to encourage individual cell work, apart from organized shop and vocational activities. There appeared also to be a greater concern over rehabilitation plans.

The State Industrial Home for Women at Muncy in 1931 was well started on the program which today has won it rank among the most advanced penal institutions in the United States.

Chapter III

CHANGES DURING ADMINISTRATION

Population:

THERE has been little change in the total population of the State penal and correctional institutions during the present administration.

Between May 30, 1931, and October 31, 1934, population at the Eastern State Penitentiary, including Graterford, rose from 2,734 to 2,900. At the Western Penitentiary, including Rockview, it fell from 2,058 to 2,051, and at the Pennsylvania Industrial School from 1,323 to 1,062. At the State Industrial Home for Women it rose from 120 to 231. This was due largely to the fact that expanded facilities permitted the removal of many girls and women to its cottages from the inadequately equipped county prisons where they had been held until the State could provide proper quarters in its own institution.

The total population of all the State penal and correctional institutions on May 31, 1931, was 6,235. On October 31, 1934, it stood at 6,244.

Several factors combined to produce this result. Largely because of overcrowding in the institutions, many Judges have been more liberal in granting probation where it seemed practical.

On the other hand, many prisoners who in earlier years would have been released on parole, are being held over their parole period. At one time in 1933, for example, 94 men were being held in the Eastern State Penitentiary past the period of their minimum sentences because no jobs were awaiting them outside. Frequently more than 50 have been held under similar conditions.

This is due to the fact that during the present administration the Board of Pardons has ruled that no prisoner may be released on parole unless he has (1) a sponsor, and (2) an actual job, with some promise of permanence, awaiting him. The only exception permitted is when he has saved enough

money to support him during a two-month period, in which he may find work.

Both the decision of the Board and the hardships often occasioned may be traced to the depression. The Board believed it unwise to add to the already great army of unemployed more jobless men with meagre chances of finding work. At the same time fewer prisoners were able to save enough money to provide the sum required for two months' support. Inside the prison, as outside, opportunity to earn money had decreased. Moreover, many men had sent what they could earn to dependents impoverished by the general economic distress.

Changing Age Groups:

Throughout the present administration, the Department of Welfare has considered seriously in all its activities the fact that the age group of offenders is steadily falling. During the past decade the age group has, for example, dropped from a median of 32 years to a median of 25.

This is due to various causes, some known, some suspected. Lack of employment opportunities for youth is a widely recognized factor. It means the denial, not only of a pay envelope, but of the discipline and character development offered by regular and supervised toil. The absence of opportunity for many high-spirited youths to satisfy their yearning for adventurous activity is another cause. Frontiers, both geographical and industrial, are gone. A distressing number of youths committed for crimes of violence admit that the desire for what they considered thrilling adventure rivalled the desire for money as a motive for their offenses.

Such facts demonstrate the great need for vocational and character training which the Department of Welfare is seeking to emphasize in its entire prison program.

Budgets:

Appropriations at the beginning of the present administration seemed to assure sufficient funds for necessary construction.

During the special session of 1932, however, much of the money ear-marked for construction was diverted to the necessary relief of the unemployed. As a result only the building program then under actual contract could be continued.

This meant that construction of certain urgently needed buildings, including a new hospital at the Western State Penitentiary and a new hospital and school buildings at Graterford, had to be indefinitely postponed. It meant, too, the cessation of several projects already started. Work on the new cell block, seriously needed for housing at Rockview, was halted after the shell had been erected. Plans for needed improvements at the Eastern Penitentiary in Philadelphia were dismissed.

Completion of these projects and construction of the proposed Cumberland Valley Institution for Male Defective Delinquents, so important to relieve the penal institutions of a problem represented by this type of offender, must await sufficient appropriations.

Appropriations:

Maintenance and construction appropriations for the biennium 1931-1933 have been presented in the preceding chapter. For the biennium 1933-1935 there were no construction appropriations. Construction activities were financed with funds from the earlier grant.

The records of maintenance and construction appropriations and per diem costs of the penal and correctional institutions during each year of the present administration are tabulated in the section on Statistics.

Personnel:

The present administration has made encouraging progress in its policy of improving personnel in State penal and correctional institutions. Guards and other officers who left the service have been replaced wherever possible by men and women bringing special qualifications to the work. Here, too, the depression has shown its effects, making available for this type of service both men and women who under conditions of greater prosperity would be attracted instead to industry, education or other fields.

Many of the newer guards have a background of experience in skilled trades or technical processes which qualifies them to combine direction of vocational activities with custodial duties.

At the Pennsylvania Industrial School, where this training is most important, several of the guards are college trained men, and one, at least, holds a degree in Engineering.

At the State Industrial Home for Women, a number of the new officers have had previous training in education, social work, nursing and the like, which qualifies them for a type of direction and leadership far beyond mere custodianship.

The Department of Welfare has taken advantage of the opportunity for improved personnel thus offered by setting high standards for appointments to fill situations made vacant by retirement or other causes.

A noteworthy appointment was that of John R. Cranor, who succeeded to the office of General Superintendent of the Pennsylvania Industrial School, left vacant by the death of James W. Herron. Mr. Cranor brought to the office a wide experience in both social and educational work. Before his appointment he had been General Superintendent of the Illinois State Reformatory at Pontiac. His academic training included Social Science studies at the University of Chicago and Graduate study in Criminology and Penology at the University of Wisconsin. For many years he was active in Public School administration. Since assuming his present responsibilities in February, 1932, Mr. Cranor has made many progressive changes in the program, which will be later described.

Job Analysis:

During the present year a study was made of all positions in the State penal and correctional institutions with the object of establishing equal rates of pay for equal duties. Although adoption of the report prepared as a result of this analysis changed the status of comparatively few individual employees, it had a favorable psychological effect on many, and did much to forward the Department's policy of encouraging that loyalty and enthusiasm which effective public service demands.

CHANGES IN PROGRAM

Education:

Throughout the present administration every practical effort has been made to develop a program of education which would prepare inmates for productive, self-supporting jobs

in the outside world. This is, at once, the primary and the most difficult of penology's objectives.

Definite progress has been made. Every institution discussed in this report has today a trained and mature Director of Education. In every one the effort is being made to blend all inmate activities into actual training for remunerative labor and adaptability into the social pattern.

Realizing the great handicap of illiteracy in the modern world, the Eastern State Penitentiary now refuses to consider the parole application of any inmate who has not made an honest effort to pass the Fourth Grade in his academic training. The Western State Penitentiary's standard is higher. It specifies the Sixth Grade. For those capable of more advanced studies, classes in typewriting, shorthand, blue-print reading and similar fields have either been introduced or enlarged in a number of institutions.

An essential part of the educational program has been the development of work opportunities. The Department of Welfare has sought to expand and modernize all prison and correctional school shops. It has, for example, installed textile shops at Graterford, new metal-working shops at Western, a new sewing shop at Muncy. A soap factory is being developed at Huntingdon. Everywhere possible, existing machinery is being modernized to prepare prisoners for the newer processes in industry. Everywhere new inmates are being added to the training lists.

Since recreational activities constitute so important an element of the social readjustment which all prisoners need, they are considered by the Department as a part of the educational program. The program during the present administration has called for supervised recreation under trained directors. The effort has been to encourage outdoor games which emphasize sportsmanship and cooperation. At the Eastern State Penitentiary in Philadelphia, where space is seriously limited, such games as handball, volley ball and quoits have been encouraged during the "yard-out" periods.

Participation in musical activities has also been made a part of the educational program.

Special efforts have been given to the development of musical organizations at all the institutions. Inmates have been

encouraged to organize and join bands, orchestras and glee clubs and to participate in chorus singing.

Wherever possible, adequate leadership has been offered these musical organizations. The staff of the State Industrial Home includes a musical director. The Pennsylvania Industrial School has on its staff a qualified director who came to the institution after successful work in one of the large school districts of the Commonwealth. The Western State Penitentiary has a part-time paid director. At the Eastern State Penitentiary, staff members with a background of musical training have been relieved at intervals from other duties to act as organizers and leaders of musical groups.

In all institutions radio programs have been made available. At Huntingdon loud speakers have been installed in the cell blocks. Muncy has radios in the cottage living rooms. At the Eastern and Western penitentiaries ear-phones have been installed in individual cells. The programs are selected and controlled by prison officials, and can be cut off at any time. Graterford and Rockview have no established system of individual radios or loud speakers, but occasionally, during a World Series baseball game or other similar event, a loud speaker may be placed at the head of the cell blocks.

Library facilities have also been broadened and improved in all institutions.

During the present administration each library was surveyed by some members of the State Library staff. This resulted in an efficient system of cataloguing and a definite effort to direct inmates' reading along organized and constructive lines.

Reading, music and concerts have, in fact more than educational value. They are regarded as distinct aids to discipline. In that connection the following excerpt from the 1930-32 Biennial Report of the Board of Trustees of the Eastern State Penitentiary offers an interesting commentary:

"Our prison body is assembled statedly for entertainment and amusement. Our object is not to entertain as a pastime. It is not to enliven a dull routine of living conditions. It is purely to reduce the friction which is caused by confinement within walls. Unbroken confinement promotes an unhealthy mind. The study of our program a half century ago, with no

outlets or departures from the rigors of incarceration provoked tuberculosis and insanity in vicious percentages. Interest in musical programs and in current events brought to the inmates through periodicals which contain no tragic accounts of crime, are savory influence in our prison."

Classification Studies:

All this expansion program pointed the way very clearly to classification of inmates, as well as of institutions.

Essentially, the purpose of classification is to divide inmates into separate groups, qualified by background and intelligence to assimilate the varied rehabilitation opportunities offered. The studies and achievements along this line are described in the chapter which follows.

*Chapter IV***CLASSIFICATION PROGRAM**

THE Classification Program as developed in Pennsylvania under the present administration has two phases: (1) Classification of prison structures into minimum, medium and maximum security types, and (2) Classification of prisoners.

The program is now in effect. Started in the fall of 1934, it has made excellent progress, but due to the size and the complexities of the project much remains to be accomplished.

Classification of prisons:

The prisons have been classified as follows:

The Farm Prison Branch, Western State Penitentiary, at Rockview is classed as a minimum security prison. Actually when the program is completed it will be a discharge prison for the most hopeful cases selected from the other penal institutions. These include generally adult first offenders of normal mentality and comparatively good records, and those who in the judgment of the several prison classification committees will probably be released at the expiration of their minimum sentences. To this extent it will represent the final step in the process of preparing the prisoner for normal life outside.

The New Eastern State Penitentiary at Graterford and the Western State Penitentiary at Pittsburgh are classed at present as medium security prisons. In them will be housed adult prisoners who, because of the crimes for which they were committed, recidivism, length of term, or other factors, are not considered proper subjects for a minimum security prison. From these institutions, however, inmates will be eligible for transfer to Rockview, depending on their development and response to training.

The Eastern Penitentiary at Philadelphia is classed as a maximum security type. Behind its walls will be housed the chronic recidivists and others for whom rehabilitation seems least hopeful. A complete program of education, recreation and industrial training will be carried on there as in all other prisons. This classification makes possible the reduction of

the population, now urgently needed. Ultimately it is hoped to reduce it to eight hundred or less.

Both the Eastern and the Western Penitentiaries are further classified as receiving prisons, wherein newly committed cases are studied and assigned to the type of custody considered most appropriate.

The Pennsylvania Industrial School at Huntingdon and the State Industrial Home for Women at Muncy have all three types of custody as part of the facilities within each institution.

Classification of Inmates:

The purpose of classifying inmates is to permit a greater measure of individual treatment. It attempts (1) to identify the causes leading to the prisoner's offense (2) to determine the type of training which promises the most effective results in reconstructing the prisoner's attitude and character (3) to prepare the prisoner for the day when he shall return to free society.

Classification begins with commitment. In each of the penitentiaries and at the Pennsylvania Industrial School a reception wing has been established in which are housed newly-admitted prisoners. They remain there 30 days for study as individuals.

These studies are made by a staff of experts assigned to each receiving centre who compose the Department of Case Studies. They serve also as a part of the Classification Committee. The staff includes:

A psychologist, who studies the prisoner's mental achievement and capacity.

A psychiatrist, who examines him for mental disease, neurosis and emotional deviation.

An educational director who appraises his academic and vocational achievement and capacities for further development.

A social worker, who studies the prisoner's personality, home, family and hereditary background, and considers the possibilities for a favorable environment after release.

From their findings a program for the prisoner's treatment is outlined and presented to the Classification Commit-

tee, which includes the administrative officials of each institution.

The program considers: First, the type of custody and discipline needed by the prisoner; second, the most practical plans for his training; and, third, the nature and extent of psychiatric, psychological and medical treatment needed.

On the basis of these decisions are determined the prisoner's work and assignment to different groups and cell blocks.

The Classification Committee also sets a future date when the prisoner will automatically come before it. At that time a review of progress on his program is made.

This is known as re-classification. A prisoner may, however, be reconsidered at any time prior to the re-classification date, in response to a request in writing or by recommendation of any member of the Committee.

After arranging the individual prisoner's program the Classification Committee receives periodic reports on his progress from instructors and all prison officials who come in contact with him. It receives also summaries of his earnings and what he does with them, the social worker's report on contacts made with the prisoner's family, and a record of his visitors and correspondence.

All these summaries and reports are analyzed at the time the prisoner is considered for re-classification. They prove of great value when his petition for parole is presented.

The object behind the entire classification procedure is to prepare the individual prisoner in the shortest, the least costly and the most effective way for rehabilitation and release.

Since its adoption the program has made steady progress. As this is written (December 19, 1934) studies have been completed of 423 offenders committed since September 1, and many have been recommended for transfer from the receiving centres to prisons of different type security.

At the Pennsylvania Industrial School, Huntingdon, the Classification Committee has reviewed the reports on 119 inmates, and worked out the type of custody, training and medical treatment indicated. At the Eastern State Penitentiary the committee has completed case studies of 266 men, recommending transfer of 189 to Graterford and 12 to Huntingdon. The committee at the Western State Penitentiary,

functioning since December 1, has studied 38 inmates. Transfer of 15 to Rockview and one to Huntingdon has been recommended.

The classification program is still in its early stages. Much remains to be accomplished. State penal authorities are convinced that continued development will solve many difficult prison problems. When the proposed Cumberland Valley State Institution is constructed and available for segregating mentally defective criminals, another important step in classification will be possible.

*Chapter V***CONDITIONS TO-DAY**

A PICTURE of conditions in the penal and correctional institutions of Pennsylvania today shows a record of progressive development rather than a striking contrast with 1931.

The problem of overcrowding has not yet been solved, principally because the curtailed appropriations of depression years forbade necessary construction. Transfers, however, have done much to relieve the situation in the more congested institutions.

Youth still crowds the commitment rolls. More than 58 per cent of all prisoners committed during the fiscal year ending May 31, 1934, were under 25 years of age. More than 39 per cent were under 21.

Personnel shows a marked improvement in both numbers and training. Psychologists, psychiatrists and directors of rehabilitation had strengthened the staffs. Classification, education and vocational training programs show progress.

The following summary of 1934 conditions includes many activities that existed in 1931 but have been expanded and enlarged, along with programs introduced during the present administration. It is presented, as a quick picture of our prison program today.

Occupational activities:

These are divided into three groups—productive, maintenance and training.

Every institution has some forms of productive occupation. These are varied, and wide in range. The productive shops are under the Prison Labor Division of the Bureau of Corrections, and give employment to an appreciable number of inmates. They have been expanded as rapidly as possible with the idea of assuring adequate occupation for increasing proportions of the prison population. Diversification has also been sought in order to provide a wide selection of training in the hope of making the work interesting and of greater value to inmates.

All institutions have maintenance occupations of various kinds. Frequently, a larger number of inmates is employed at maintenance than the tasks actually demand, with the object of extending work opportunities to as many prisoners as possible.

Every effort has been made to introduce the element of vocational training into such maintenance work. The acquisition of a number of guards capable of directing the training has been most helpful. Attempts are made also to reduce these maintenance groups in size as other worth-while activities are found for their members.

To forward its program of training occupations, each institution is given apprenticeship work which utilizes both the productive and the maintenance shops. This training, too, has expanded since 1931, and is greatly helped by guards who have had experience in particular occupations which qualifies them to direct groups of inmates.

Education:

Although much progress has been made in educational departments, the standing varies greatly among State institutions. Today, however, there is a Director of Education in each prison and a definite movement toward standardization of staff, classes and educational requirements. The Director of Education is responsible to the executive officer of the institution and is a ranking member of the staff.

All our State penal and correctional institutions have elementary classes for illiterates and the common school curricula extending to Eighth Grade work. High School classes are available in practically all, and some give special academic training and courses in business education, shorthand, type-writing, blueprint-reading, art, sign-painting and the like. Extension courses offered by colleges are encouraged.

School attendance varies. One institution has several hundred inmates in its classes. At another half of the population attends school. In a third the entire population spends a portion of each day in some school class.

Teaching staffs range from inmate instructors to normal school or college graduates with permanent teacher certificates and college professors serving on a part-time schedule.

At each institution there is a trained supervisor with college or university background, experienced in teaching and in supervising school classes, and with an understanding of adult education.

He also supervises entertainment, recreation, dramatics, music, athletic and other extra curricular activities. Institutions which use inmate teachers have training classes to prepare them properly for the work.

Everywhere there is a sincere attempt on the part of the administration to stimulate education, to make the classes worth while for the inmates, and to establish a definite relationship between academic and vocational training.

Recreation:

All the State penal and correctional institutions offer opportunity for recreation, both indoor and out, although the two penitentiaries lack adequate facilities. The recreational schedule enters the daily program of each inmate. All kinds of games are now encouraged, but inmate participation is usually voluntary. All institutions supply trained leadership qualified to stimulate interest and improve physical health.

Music plays an increasingly important part in the institutional life. Bands, orchestras, group singing and some individual training are encouraged. Entertainments, motion pictures, dramatics, are all a part of the present set-up.

The prison libraries show marked evidence of improvement. Both the variety and the quality of books and other reading matter reflect this progress. Standard and modern books of fiction and non-fiction are found on the shelves. They have been catalogued and made readily accessible.

Stimulation of reading and guidance in selecting books are among the important activities of educational directors.

Health Service:

Health service is prominent at all the institutions. Each inmate is given on admission, as routine procedure, a physical examination, including blood and laboratory tests. Daily sick calls are held. With one exception, each institution has at least one full-time resident physician, qualified by training and experience. Specialists are summoned for individual cases when necessary and are paid on a fee basis. Dentists and

oculists are available. The Western State Penitentiary and Huntingdon have full-time registered nurses. Orderly service is by inmates.

Hospital space and equipment, however, vary widely. Occupancy ranges from the method of treating all cases of illness in the hospital to that of treating most illnesses in regular cells and sending inmates to the hospital only in case of serious sickness.

Lack of appropriations has limited hospital building in both the Eastern and Western Penitentiaries where present quarters are inadequate. The hospital equipment is excellent, but additional apparatus is needed.

Social Service:

All institutions have resident psychologists. Attached to the psychological office in a number of the institutions are assistants who endeavor to gather social data when the inmate is admitted and frequently at a later date. The psychologists have charge also of the pre-parole investigations and of the parole correspondence.

At the two penitentiaries psychiatric service is available through part-time staff members. In other institutions psychiatric service is rendered through the Department of Welfare or State Hospitals.

At the Eastern State Penitentiary and at Huntingdon, social workers have been added to the staffs.

Each of our correctional and penal institutions has a Parole Department. The Eastern State Penitentiary and the Pennsylvania Industrial School depend on the State Parole service for field investigation prior to parole. At the Western State Penitentiary and the State Industrial Home this service is rendered by the psychological and parole departments.

A psychological examination, including the recognized tests and interviews, is given each inmate on admission. Social data are often gathered by correspondence with Courts and social agencies, or by personal visits. It is the common practice to have a re-examination at the time of parole. Special examinations have been made when behavior or adjustment problems became evident.

In the larger institutions, clinics, composed of psychologists, psychiatrists, social workers and physicians, have been estab-

lished. Their function is to study the inmates and advise individual treatment programs. This service represents an important feature of the general classification program. It is invaluable in studies relating to parole briefs.

Today there is marked individualization of such studies with a careful analysis of each inmate, embracing his efforts and progress, his probable environment after parole and other social data.

*Chapter VI***PROGRESS AT INSTITUTIONS**

THE four penal and correctional institutions of Pennsylvania vary both in physical characteristics and in the nature of their separate populations. For that reason the story of their progress during the present administration can most clearly be told by summarizing the more significant changes effected in each.

The summaries which follow trace that development under the separate heading of each institution.

PENNSYLVANIA INDUSTRIAL SCHOOL

The practice of clipping inmates' hair was abolished.

Cell feeding was eliminated. All inmates now eat in the dining room.

Uniforms were changed in color from gray to blue. This was done in an effort to create and maintain self-respect.

Grades 2 and 3 and the long period of probation were eliminated. All inmates enter in the first grade, with all privileges. Promotion and the retention of privileges depend upon good behavior.

A Classification Clinic was established for the purpose of assigning inmates to work for which they are best fitted. Re-assignment to a different type of work is permitted if the original assignment is unsuitable.

A more thorough and comprehensive system of keeping parole records was established.

An Institution Staff, consisting of the heads of all departments, was created. It meets once each week to discuss institutional problems.

Inmates eligible for parole are now recommended by the Staff after intensive study and observation of each individual case.

A new parole system was adopted in which personal contact with the parolee is maintained by a parole officer during the entire period of parole.

Fifty-one new inmates were received by transfer from the Eastern State Penitentiary.

A director of education, six trained teachers, a vocational counselor, a full-time physical instructor and assistant, a vocational director, a psychologist and a social case worker were appointed.

A new individual unit instruction program was installed.

Pictures were placed on the walls of every schoolroom.

A flag was hung in every schoolroom.

Extension education courses for officers and for inmates were made a part of the program.

Modern text books and equipment were provided.

A thorough system of tests and measurements was adopted.

The services of a surgeon and of a graduate nurse were obtained. The surgeon performs all major operations and acts as a consulting physician.

A trained male orderly was employed.

The policy of performing corrective operations was inaugurated.

The Honor System was created.

A Student Council, a Dramatic Club and a Glee Club were organized.

Religious education courses are in progress.

A Monitor System is in practice.

A new program for physical recreation was introduced.

Greater reading facilities and a reading room were provided under the direction of a full-time trained librarian.

Cells in Ward E are now unlocked. This is the Honor Block.

A commissary was established.

Radios were installed in cell blocks.

Talking movies are shown once each week.

"Gold Bonds"—bonds of trust for boys working outside the walls—were introduced. Their purpose is to encourage dependability and reduce the number of escapes.

The "Scrub Gang" was abolished.

Officers on duty are unarmed.

The following research projects were undertaken:

Intelligence and Crime, Types of Crime.

Social Factors and Delinquency.

Recidivism—A study of three hundred cases out of the Pennsylvania Industrial School from five to seven years. Results are being used in the treatment of individual cases while in the

institution, in the preparation of inmate for parole period, preparation of the home before inmate is returned, and the prediction of probable success under parole.

Construction:

New central building housing a kitchen, bake shop, dining room, officer's dining room, shoe shop, and tailor shop.

New boiler house for enlarging and modernizing the power plant.

New water line to replace the present river water supply with spring water.

Improvements designed to better physical conditions and facilitate the operations, including a modern interdepartment telephone system.

STATE INDUSTRIAL HOME FOR WOMEN

Two new cottages were opened in May, 1931. This increased the capacity from 120 to 170 and permitted abandonment of two condemned farm houses theretofore used to house inmates.

In September, 1933, two more new cottages were opened, increasing the capacity to 247 beds, and permitting improved discipline and closer supervision of inmates.

A slaughter house was built, containing all the newest sanitary features and modern cold storage plant.

A modern bakery was equipped, offering additional training facilities for inmates and supplying the institution with bread, biscuits, cakes and pies.

A laundry was equipped with modern machinery adequate to care for a population of 250. Inmates are detailed to this service and the training they receive equips them to work in commercial laundries after discharge.

For the provision of inmates, committed while pregnant, a thoroughly equipped maternity department was established.

School training was broadened, with longer hours and a larger curriculum.

The staff was enlarged in proportion to increased population, and personnel standards were raised.

In the fall of 1933 a loom-room was opened wherein carpet is made from worn-out dresses, sheets and pillow cases.

Although equipment was lacking, inmates were encouraged in the study of hairdressing.

Recreational activities were extended through the acquisition of an Emergency Relief Educational Project worker, trained in physical education, who added folk and other dances to this part of the curriculum.

A full-time recreational director was added to the staff at the beginning of the school term, 1934, to carry on the work started by the Emergency Relief Education Project worker.

With the addition of the recreational worker, the music supervisor is able to devote her entire time to the musical activities of the institution.

The two choirs of white and colored girls received additional training through the efforts of the music instructor.

Individual piano and singing lessons were given to girls who showed special talent.

A new athletic field was built from CWA funds, with two baseball diamonds, two double tennis courts, and a volley ball court.

Inter-cottage sports were introduced.

Extension courses in sociology, with lectures by Dr. R. L. Sutherland, of Bucknell University, were attended by members of the staff.

Volunteer social workers from colleges and social service schools served their internship in the parole department, assisting with the routine history work and records.

A system of monthly progress records for each inmate was installed. Promotion and demotion have been based largely on these records.

The library was re-catalogued by a trained librarian and two inmates were taught to continue the work.

A power sewing room was installed by the Prison Labor Division, affording added opportunity for industrial and vocational training. The girls are paid for their work here.

A new sewage disposal plant was built.

EASTERN STATE PENITENTIARY

(Including Graterford)

A Supervisor of Rehabilitation, and recreational, vocational and academic instructors were added to the staff.

School facilities were broadened and many new subjects taught. During recent months school enrollment increased 237 per cent in academic courses, and 71 per cent in special subjects.

Class rooms were organized in levels ranging from First to approximately Eighth Grade achievement. High School branches and training courses preparing inmates for employment in business, art, industrial, agricultural and other activities were offered.

At Graterford an automobile mechanics training shop was installed.

Books in both the Philadelphia and Graterford libraries were catalogued.

Organized recreational activities were similarly enlarged. An outdoor gymnasium was constructed under the direction of the physical education director at Graterford. In both institutions such games as baseball, handball, tennis, volley ball, checkers, were organized for "yard-out" periods.

Intensive study was made of every department of the institutions by the Supervisor of Rehabilitation.

Interviews were held with inmates concerning their personal problems, many of which were adjusted through outside information and correspondence.

Adjustment of inmates to the institution was similarly studied and in many cases individual programs for improvement were suggested.

Contacts were made by the social service department for employment, home and sponsors of men going out on parole. Some were placed in jobs.

A program of classification and rehabilitation was introduced, including detailed studies of inmate employment for the purpose of (a) equalizing compensation, (b) setting definite requirements for initial employment and advancement, (c) establishing the jobs of responsibility on a merit basis.

Progress records were made for all inmates, constituting a running record of the prisoner's work, conduct and medical history.

A number of prisoners were transferred from the Philadelphia institution to Graterford, Huntingdon and certain county

prisons. To some degree this represented the beginning of the classification system.

Staff meetings and school for employes were held frequently, and a wider variety of subjects considered.

The Psychology Department was separated from the Educational Department, and separate educational and psychological directors were named. The psychological program was greatly expanded.

A classification survey was undertaken with the help of a large staff of CWA-LWD examiners trained in psychology, and all inmates and new commitments were classified.

Numerous research projects were conducted, including:

Analysis of commitments to the Eastern State Penitentiary.

An investigation of 500 inmates of the Eastern State Penitentiary.

Survey of Education Department.

Analysis of causes for the "drop-outs" in educational classes.

Study of the wages and method of payment of inmate employes.

Statistical history of commutation cases.

A comparison of the administrative procedure and the classification program in Eastern State Penitentiary and in the Trenton State Prison.

Construction

Building changes and improvements at Philadelphia consisted principally of remodelling parts of the existing plant in furtherance of rehabilitation and health programs.

One cell block was converted into a Receiving Block, where new arrivals were held, studied and classified. Four cells were set aside for individual examinations, and a larger cell for group examinations.

The kitchen and cafeteria have been completely remodeled and are now comparable with kitchens in modern prisons.

The diet kitchen, storehouse, etc., in the Hospital block have been remodeled and are now in excellent condition.

At the new prison at Graterford the large construction program, elsewhere discussed, continued. Recent construction included work on a new textile shop capable of employing 125 men and on a maximum security block with a capacity of 30.

WESTERN STATE PENITENTIARY

Educational standards were raised from the Fourth to the Sixth Grade.

The number of illiterates was reduced from 12 per cent of the total prison population in 1931 to 6 per cent in 1934. The number of inmates enrolled in various classes has more than doubled during the past year alone.

Through arrangement with the Department of Public Instruction it was made possible for inmates to secure High School certificates.

During the past biennium 146 inmates have taken advantage of training offered in commercial courses. An increased number have taken correspondence courses, and many more than in previous years are studying musical instruments, including the banjo, guitar, mandolin and accordion.

The number of lectures by professors from local universities and leaders in the civic and social life of the community, generally on the subject of social adjustment problems, has been increased.

The chapel, which serves also as an auditorium, was enlarged to twice its original size to permit the entire prison population to be seated at one time.

Modern sound motion picture equipment was installed.

Each cell block has been equipped with radio ear phones. The inmate has the choice of two programs, released through master receiving sets controlled by officers.

Football was introduced. A former University of Pittsburgh football player acts as coach for the teams. Two squads of 22 men each represent the institution. Games are played with outside teams each Saturday afternoon during the fall months.

The activities of the Psychology Department were greatly expanded through the help of CWA. The following investigations and reports were completed:

"A Study of the Reliability of Prognoses of the Psychology Department of the Western Penitentiary."

"The Function of the Psychologist and Social Worker in Penal Institutions."

“A Plan for the Progressive Classification and Treatment of Prisoners in the Penal Institutions of Pennsylvania.”

“Preliminary Classification of Male Prisoners in the Penal Institutions of Pennsylvania.”

Plans were developed to install a new department for the manufacture of such products as steel storage shelving, cabinets, lockers and files and metal equipment, including tables, stools, chairs, beds, galvanized pails, buckets, cans and other receptacles.

The clothing department was moved to better quarters. Employment and productive capacity was virtually doubled with the increased area and equipment. An increase in orders for civilian suits and overcoats followed.

New and modern equipment was added to the hospital.

An electrical installation was completed which put all of the departments, except the textile finishing shop, on A. C. service. This relieves the Penitentiary power plant of a load which was becoming too heavy and gives a more satisfactory and cheaper source of electrical energy.

New roofs were installed on buildings in which prison labor activities are housed.

Old plumbing in the South Cell Block, including the piping to individual cells and cell fixtures, was replaced.

The heating system in the North and South Cell Blocks was modernized through the installation of vacuum pumps, replacement of worn-out pipes and valves, and repairs to heating coils. Both changes were made with inmate labor under the supervision of a registered plumber.

Two new deep wells were put in operation, one within and one without the wall.

A new refrigerating unit was installed.

Rockview:

Although a branch of Western Penitentiary, the prison farm at Rockview differs greatly in physical characteristics and in the nature of inmates' activity and discipline. For that reason the summary of its changes is presented here separately.

The schools enjoyed a healthy development and achievement shows marked progress. The minimum requirement was placed at Fourth Grade. No inmate can be paroled unless he has made an honest effort to meet this requirement.

A class in letter and show-card writing, sign painting, drawing and art was established and taught by a member of the faculty of the Art Department, School of Architecture, State College.

A series of lectures on the duties and responsibilities of citizenship was delivered by a member of the State College faculty.

Many volumes were added to the library.

Lumbering activities, which had been dormant for eight years, were renewed in 1932. A small portable tractor power mill, necessary saws and other equipment were installed, and a number of well-stocked woodlots acquired. Operation of a sawmill has proved to be not only economically practical, but an excellent rehabilitative employment. It is expected to increase the value of future crops of timber through the application of scientific forestry principles.

In December, 1933, when the CWA was organized at Rockview, five separate projects were carried out on the watershed area. They included: Brushing out forest roads and trails, surveying forest boundary lines, brushing out boundary lines, cleaning new reservoir basin, and constructing forestry roads.

The practice of forestry and forest education made splendid progress at Rockview.

Improvements and additions were made to the nursery, including 15 acres added to ornamental line production, 5 acres added to the production of flowering shrubbery, and the erection of a combined potting and greenhouse for the propagation of ornamental material.

Numerous improvements were made to the physical plant, including a new boiler house and construction on a new cell block.

To provide additional storage capacity for the water supply the McBride's Gap Dam is being raised an additional height of 27½ feet.

New barns, a brood pen and abattoir, a smoke house and roadways were completed.

*Chapter VII***PRISON INDUSTRIES**

IN Pennsylvania, training through prison industries is conducted under the direction of the Welfare Department and without cost to the taxpayer. All training costs are paid for from the proceeds of prison-made goods. Under the law, sales are limited to institutions, departments and other agencies supported in whole or in part by tax monies.

Realizing the importance of work and industrial training in the rehabilitation of the prisoner, the present administration has done all in its power to expand the Prison Labor program.

Increasing idleness in State institutions due to a rapidly growing population confronted the Prison Labor Division at the beginning of the administration. Depression had reduced institutional appropriations, and lack of patronage of many available markets resulted in declining sales. In an effort to remedy this, the Division made an extensive survey of markets and production and published a report of its findings.

Following this study, the Division reorganized the prison shops, placing special emphasis on improvement of products and production methods, and replacing obsolete machinery with modern equipment, including the modern weaving shop at Graterford, the power-sewing shop at Muncy and a metal shop at the Western Penitentiary.

An intensive sales program was also inaugurated. As a result, sales during the past year have exceeded those of pre-depression days, and the number of inmates at work has increased. During the past biennium the total value of sales has risen from \$791,084 for the first year, to \$945,299 for last year.

Today the following industries are conducted in the penal and correctional institutions of Pennsylvania:

Western State Penitentiary, Pittsburgh: brush shop, clothing shop, metal tag shop, weaving shop.

New Western State Penitentiary, Rockview: cannery, gardens, greenhouse, tree nursery.

Eastern State Penitentiary, Philadelphia: clothing shop, hosiery and underwear, printing shop, shoe shop, weaving shop.

Pennsylvania Industrial School, Huntingdon: furniture shop, printing shop.

Industrial Home for Women, Muncy: power sewing room.

The chief articles produced include: aprons, blankets, brushes, canned goods, caps, coats, drill, furniture, gauze, gingham, gowns, hickory stripe, hosiery, jackets, muslin, night garments, overalls, overcoats, pillow slips, plants, shrubs, trees, printing, scrim (cloth), sheeting, sheets, shirts, shoes, shoe repair, metal signs and tags, uniforms, suits, suiting, ticking, ticks, toweling, towels, trousers, twill, underwear and vests.

The more important facts and findings included in the report of the Prison Labor Division survey are summarized as follows:

Idleness among prisoners has a degenerating effect, causes unrest and rioting and tends to breed rather than reform criminals.

Work and industrial training are essential for any successful penological program of rehabilitation and reclamation.

Prison industries are the logical medium for furnishing this training and rehabilitative work and every state is giving consideration to improving this service.

Prison-made goods comprise less than one-tenth of one per cent of the total value of goods produced in this country and this displacement is insignificant as contrasted with the service prison industries render to society.

In Pennsylvania these industries are self-supporting and afford prisoners an opportunity to pay a portion of the costs imposed on the rest of society; this effects a saving for taxpayers of the State.

Prison industries in Pennsylvania are approved by representatives of labor and industry and by the general public in view of the fact that sales are prohibited on the open market in competition with outside industries.

All sales are restricted to departments, institutions and agencies supported in whole or in part by tax monies; this necessitates small diversified industries.

The total yearly commodity purchases of these available markets amount to \$96,702,409 and prison industries now supply less than one per cent; only 3½ per cent of this market would furnish rehabilitative work for all idle inmates.

Markets available to prison industries purchase over 12 per cent of their supplies requirements from sources outside of Pennsylvania.

Prison industries cannot produce all the commodities purchased by available markets. The potential yearly market for goods they could produce is \$36,409,463. They supply at the present time only 2½ per cent of this potential market.

Only 965 of the 3,263 inmates available for productive work in the State penal and correctional institutions are now given training and rehabilitative work.

The average yearly value of products per inmate employed is \$930.

Workshops are hygienic, modern, well-equipped and meet an indispensable need.

Shops are now operated at 60 per cent of capacity and substantial economies to producer and consumer could be effected by running at or near capacity.

The goal of prison industries is rehabilitative work and training for all idle inmates of the State penal and correctional institutions.

Many of the available markets purchase little or nothing from prison industries, thereby making the program to furnish training and rehabilitative work for every idle prisoner exceedingly difficult.

Chapter VIII

COOPERATION WITH CWA.

DURING the present administration the penal and correctional institutions of Pennsylvania shared with other State agencies a number of advantages made possible by the Civil Works Administration. These included both research and construction projects.

Undoubtedly the most important of the research projects undertaken was the classification of prisoners in our penal institutions. It included psychological and sociological examinations of approximately 3,200 inmates at the Eastern and Western State Penitentiaries and the Pennsylvania Industrial School, including compilation of all available data on each case. The great majority were held at the Eastern Penitentiary where the program had not advanced as far as at the other two.

Information was gathered not only from the prisoners but from their home communities. This aided in determining the category in which each inmate belongs and the institution in which he should be placed.

The data constituted the basis for the first steps toward setting up a State-wide system of classification of inmates in the State penal institutions. Under such a classification cases of extreme maladjustment and severe behavior problems would be revealed. Within each institution homogeneous groups would be created with the prospect of giving to each group the type of training required for more adequate adjustment.

Other research projects included:

A ten-year study of commitments and discharges at Eastern Penitentiary and of persons sentenced to the Philadelphia County Prison instead of the Penitentiary after having committed penitentiary offenses.

The purpose of this study was to make an analysis of Penitentiary and County Prison commitments, releases, discharges, paroles, commutations, pardons and modifications of sentences over the period from 1923 to 1933 inclusive; and to analyze the process by which Judges make commitments to local institutions and authorize releases.

Material was gathered and tabulations were made for a period of 9 years at the Penitentiary and for 6 to 7 years at the County Prison.

The study was planned to help the Department of Welfare and the Board of Trustees of the Eastern Penitentiary strengthen and develop their correctional programs, and to stimulate public opinion in support of modernized programs of correction.

Sorting and coding the State Prison Census, with the purpose of organizing statistical records of all prisoners in adult penal institutions.

In this study tables were compiled from the prison census under the heads of age, offense, nativity, mental condition, religion, county distribution, etc. The tables should provide basic social data never before collected in Pennsylvania on the history of prison inmates. They will be of permanent use for research studies in crime in planning future building programs.

Tabulation of Data on Women in County Jails.

The purpose was to summarize material on facilities for the care of women offenders and on the case histories of women in county prisons.

Tables were made from the summaries giving a complete picture of facilities and social practices in the prisons and of the inmates' age, type and other characteristics. A report based upon this material illustrates certain immediate needs in methods, facilities and personnel, and will serve as a basis for a more constructive program for women offenders.

Tabulation of Criminal Court Reports.

The purpose of this study was to prepare annual tabulations of reports from county courts showing the number of convictions and sentences by counties and summarizing court statistics in such form that they can be used in graphs and published reports.

Transferring County Prison Records.

The purpose was to compile records of county prisons and other penal institutions for the use of the Bureau of Correc-

tions and for the Federal Bureau of Prisons. To accomplish this, records were copied for all county prisons; reports were put into permanent form and a card index was compiled for cases of prison inmates.

This material will be used by local authorities in requesting elimination of improper conditions and in making suggestions for building and sanitation improvements.

Construction:

CWA cooperation was utilized in a variety of operations for which State appropriations were lacking. At the State Industrial Home, Muncy, a sewage disposal plant was built under supervision of the Department of Health. Rockview Penitentiary employed CWA workers on construction increasing the capacity of the impounding reservoir and in the building of several stone farm houses.

The Department also cooperated with CWA in conducting a survey and preparing plans showing the construction, floor layout, steam and water piping and electrical lines for practically all State institutions, including the prisons and reformatories. These plans will be valuable for future developments. Another survey investigated all electrical wiring equipment, facilities and consumption in institutional buildings.

Certain CWA projects could not be completed because of the Federal decision to discontinue the plan; yet enough was accomplished so that in many cases the work has been finished by inmates.

Chapter IX

PRISON RIOTS

IN 1933 and 1934 the Eastern State Penitentiary experienced riots of the type that have occurred during recent years in various prisons throughout the country.

The first occurred late in September 1933, at the Philadelphia institution and was followed by another outbreak on November 21. On both occasions prisoners destroyed property and attempted to fire the prison. Approximately a year later, in August 1934, a similar riot occurred at Graterford. All were quelled without loss of life, after police had been summoned to augment the force of guards.

Immediately following the disturbances at the Philadelphia institution in the fall of 1933, Governor Pinchot appointed a committee to investigate causes and to suggest remedies. An independent investigation was made also by the December Grand Jury of Philadelphia. Both the Governor's Committee and the Grand Jury submitted comprehensive reports.

The Committee appointed by the Governor did not specify any one cause for the riots, but reported that many factors contributed. Among them were:

Irritations due to overcrowding.

Long and "manifestly unequal" sentences.

Denial of "time off" for good behavior.

Dissatisfaction with the operation of the parole system.

Lack of opportunities for employment.

Dissatisfaction of the inmates because they were denied privileges accorded prisoners at Graterford and Pittsburgh.

Limitation of "yard out" privileges, due to the limited grounds.

Dissatisfaction over the management of the prison canteen.

The Committee Report recommended:

Appointment of committees to investigate charges of brutality, complaints regarding the management of the prisoners' commissary, and the management of concessions held by certain prisoners by which they employed others in the operation of small manufacturing projects, such as model shipbuilding.

Medical control of the punishment cells.

A medical advisory committee of consulting outside physicians.

Publication of a prison newspaper.

Equality of privileges between different institutions so far as physical conditions permit.

Morning, as well as afternoon, "yard out."

Appointment of a Director of Rehabilitation and additional trained psychologists.

Reduction in prison population.

Modification of parole rules.

Classification studies.

Special training of guards.

Creation of a State Department of Corrections in charge of penal institutions.

Completion, as soon as possible, of the Cumberland Valley Institution for Defective Inmates.

Time off minimum sentence for good behavior.

Expanded opportunities for prison labor.

The Grand Jury Investigation also found a number of causes contributing to the disturbance. It described as a mistake the practice of permitting inmates to read daily newspapers wherein were printed reports of prison riots in other states. Among the contributing factors it listed were:

The desire of certain prisoners to have a voice in the operation of the institution.

Overcrowding.

Inadequacy of the physical plant.

"Severe and unequal" sentences.

Absence of time off for good behavior.

Rigid parole laws.

Strong-arm methods on the part of some guards.

Lack of employment.

Special privileges extended to certain prisoners.

The Grand Jury Report recommended:

Razing of certain cell-blocks and shops to provide more yard space and work-shops.

Reduction of the number of inmates.

Improvement of mess-halls, kitchens, ventilation, light and equipment.

Liberalization of the parole laws so that the men would not be re-committed to prisons to serve unexpired portions of sentences because of trivial violations.

Transference of sodomy cases to some other institutions.

Supervision of punishment cells by the Medical Department.

Close supervision of the guards by the Warden and the Board of Trustees to obviate brutality.

Designation of the Philadelphia institution for the housing of hardened criminals and those convicted of crimes of violence.

"Adequate and just" sentences, having due regard to the crime committed, and the type of prisoner.

More liberal interpretation of the commutation laws, providing for time off for good behavior.

Establishment of a system whereby an inmate with a meritorious claim for a pardon may receive a hearing before the Pardon Board without expense.

Trustees and Welfare Commission:

Specific remedies were also recommended at a joint meeting of the Board of Trustees of the Eastern State Penitentiary and the State Welfare Commission, held immediately after the riots occurred at Philadelphia. These included:

Transfer of approximately 500 prisoners to Graterford.

Further reduction of the Cherry Hill population by parole and transfers, where practicable, to the Pennsylvania Industrial School and approved county prisons.

Expansion of employment, education and recreational opportunities.

Reconsideration by the management of prison rules and disciplinary measures.

Development of case work, permitting a greater measure of individual treatment of prisoners.

Chapter X

COMMITTEE ON PENAL PROGRAM

IN March, 1934, Governor Pinchot appointed another committee, composed of Louis N. Robinson, Herbert Smith, Edwin C. May, J. W. Claudy and S. P. Ashe to recommend to the Governor the reorganization of the penal institutions of the Commonwealth.

The committee was asked to consider the assignment and redistribution of inmates on the basis of classification, necessary physical plant changes, essential personnel changes, care and treatment of inmates, employment for inmates, and any other matters pertaining to the proper conduct of the penal institutions of the Commonwealth.

As a result of its own studies and consideration of the reports of other agencies, the committee on May 28 submitted eight findings and eight definite recommendations.

Its report, as of March 2, 1934, pointed out:

That at Cherry Hill, Graterford, Riverside and Rockview, prisoners of all types were housed without references to scientific classification.

That at both Cherry Hill and Graterford the majority of inmates were idle, increasing discipline problems and hampering the rehabilitation program.

That only a limited educational program and no organized recreational program were provided, further limiting effective rehabilitation.

That, through the lack of case studies or case study organization, the prisoners were dealt with almost entirely en masse, and there was no adequate fund of information available on the men for handling them individually either within the institution or for later consideration for release.

That because of the expectation of the former Boards of Trustees of the Eastern State Penitentiary to abandon Cherry Hill and move to Graterford within the near future, the Cherry Hill institution had been allowed to deteriorate through lack of appropriations for repairs and upkeep.

That at Cherry Hill new buildings have been added until

practically the entire yard is covered, leaving inadequate space for physical exercise and outdoor recreation.

That Cherry Hill and Graterford lacked adequate personnel properly to carry on the services of several of the departments.

That the biennial budget of the Eastern State Penitentiary was inadequate to put in practice the recommendations that follow:

The Committee recommended:

That Cherry Hill, Graterford, Riverside and Rockview be classified, with Cherry Hill as a maximum security prison, Graterford and Riverside as medium security prisons, and Rockview as a minimum security prison.

That as many inmates as practical be given employment on maintenance occupations and a remuneration of ten cents a day be paid.

That an educational program be set up both at Cherry Hill and at Graterford providing eight grades of a standard school curriculum and as much of the high school program as was found advisable; that the maintenance occupations and production shops be organized for vocational training; that courses in music, stenography, typewriting, bookkeeping and other subjects be offered and a recreational program organized.

That an organization be set up for the purpose of assembling information concerning each prisoner, relating to his mentality, physical condition, criminal history, social history, etc., and preparing an integrated case history for the use of the prison staff in classification and treatment.

That kitchen and dining room equipment be purchased for the Cherry Hill institution.

That at least one and possibly two of the most antiquated cell blocks at Cherry Hill be razed to provide adequate yard space for physical exercise and recreation.

That at Cherry Hill and Graterford personnel be enlarged by employment of two vocational teachers, two assistants in academic education, two recreational directors, five qualified men to do psychological testing and make complete investigations and to prepare case studies of inmates at the time of admission, a Warden's assistant qualified to direct and integrate the activities of all the departments concerned with the re-

habilitation of inmates, a psychiatrist on a part-time basis, and ten additional guards for Graterford.

That a deficiency appropriation be approved to cover the costs of the program.

The great majority of these recommendations, including classification of prisoners and institutions, transfer of inmates, psychological examinations, and appointment of new personnel, have been put into full or partial effect. None of the buildings at Cherry Hill has yet been razed.

Chapter XI

OBJECTIVES

National:

THE prison has been described as Society's last wall of defense against the criminal. To it comes the offender after all other agencies have failed.

But, with comparatively few exceptions, the prisoner does not stay there. After one or more years he returns to the community which has temporarily rejected him. Men leave prison as well as enter it—in Pennsylvania at the rate of 2,500 a year.

What can the prison do to protect society against the offender after his sentence has been served and he returns to a life of freedom?

Throughout the United States there is a growing tendency to answer this problem with a practical program of rehabilitation. The basic features of that program may be summarized as follows:

Classification of prison structures into maximum, medium and minimum security types, with a separate program appropriate to each type.

Classification of prisoners, with the purpose of assigning them to the type of custody they require, and of directing their treatment along lines which promise effective results.

Smaller prison units, permitting more effective discipline and a practical program of individual study and treatment.

Increased emphasis on academic, vocational and recreational training and on mental and physical health services, to prepare inmates for constructive citizenship after release.

Improvement in prison personnel, including careful selection and special training both before and after appointment and a merit system for officials and guards.

Increased opportunity for prison labor of the type which prepares the inmate for employment after release. This would include a wage system designed to encourage industry and to permit the worker to support dependents or provide a fund for his own use when discharged.

Establishment of more institutions to care for prisoners of defective or abnormal mentality.

Indeterminate sentences, under which the prisoner would be discharged only after he had demonstrated sufficient development to indicate he could be trusted with his freedom.

Social service activities which, apart from their work with the prisoner, endeavor to keep the family intact, to maintain the relationship during the period of separation and to find a place in the community for the offender after his release.

This program recognizes three distinct responsibilities of the prison: (1) to protect society by reducing the repetition of crime, (2) to minimize the costs of crime and of its penalties, and (3) to afford the criminal every possible opportunity to reshape his life.

Wider application of classification plans would forward each of these aims. It would, for example, hold in maximum security the most dangerous type of offender. But studies of our prison population show that less than 25 per cent require such custody, which represents the most costly type of construction and custody. A large proportion could be safely detained on prison farms of the least expensive type.

Similarly the educational, vocational and other projects designed to return the prisoner to the community as a producer rather than a marauder, aim at a reduction of the volume and costs of crime, as well as at rehabilitation of the individual.

Situation in Pennsylvania:

How does Pennsylvania stand today in relation to this general trend?

In many ways the State is handicapped. Its two large penitentiaries at Philadelphia and Pittsburgh, and its reformatory at Huntingdon are old structures, built before the need for a classification program was understood, and difficult to adapt to its requirements. The newer institutions—Muncy, Rockview and Graterford—lend themselves more readily to advanced methods.

Budget:

For some years to come, therefore, it will probably be necessary to adjust Pennsylvania's penal program to whatever measures its prison structures permit. As quickly as finances are available, however, both Cherry Hill and River-

side should be moved to new locations and modern institutions should be built. An industrial school of the minimum security type is seriously needed for delinquent youths. The present institution at Huntingdon could be retained for the younger recidivists and other offenders who require a more restrictive discipline.

In addition to new construction, there is room in Pennsylvania for improved prison personnel. Much could be accomplished by establishing a training school for guards. Plans have been prepared for such a course. They should be put into effect.

Professional and administrative employes with special training would increase the efficiency of the personnel and strengthen the entire disciplinary and rehabilitation program.

Many of these objectives have been attained. Full realization of the program must await adequate appropriations.

Building Program:

During the present administration, the costly plans for a new penitentiary at Graterford were changed. It is agreed generally that a prison with a population of 3,200, as originally planned, would be undesirable under a program which attempted to consider individual cases. Present plans call for a population not larger than 2,000. But there remain difficulties of administration due to the size of the cell blocks.

Unfortunately, before the present administration took office, contracts had been let calling for unnecessary expenditures for equipment and adhering to an extravagant design. It has been estimated that if the entire structure had been completed according to original plans it would have cost approximately \$3,150 for each of the 3,200 cells.

A large sum was spent on a wall which encloses too wide an area and which, in light of the present program, is unnecessary. Elaborate kitchen equipment was purchased and too much space allotted to many of the facilities. The cell blocks, which are over 800 feet long, are difficult to supervise, and the prison is too large for a homogeneous population unless extraordinary care is exercised in the type of inmate housed. Graterford, as it stands today, demands administrative qualities of the highest type and an unduly large staff in propor-

tion to the number of inmates if constructive results are to be assured.

Rockview follows a more logical and economical design. While the original block is of the old type Bastile construction, unnecessary at a farm prison, the newer housing is inexpensive yet adequate. One cell block, built early in the present administration, cost approximately \$850 per inmate. The second block, not yet completed, will cost even less. This means an appreciable saving of public funds and yet provides housing which is both secure and suitable for a farm prison. The new cell-blocks are comparatively small. Each houses 250 inmates. Administration presents few difficulties.

Program of Treatment:

The prisoner's failure as a man and a citizen may be due to one or several causes possible of correction during his prison term. There may be mental or physical handicaps that can be remedied. There may be educational shortcomings that can be overcome. There may be personal problems that trained and professional staff members can diagnose and correct.

The modern prison endeavors to remedy such shortcomings and remove such handicaps as far as the prisoner's moral, mental and physical characteristics permit.

In the endeavor to equip the prisoner for constructive citizenship the modern prison extends its help beyond the term of the sentence. Through its social service staff it goes into the community to obtain information concerning the inmate and his general background and capabilities. But this responsibility should not be borne by the prison alone. It should be shared by the community. Through the social agencies, the welfare groups, industry and the church organizations there should be a development of opportunities in the community making it possible for released inmates to be absorbed and given the right to work out their problems.

In Pennsylvania the majority of prison inmates serve less than three years. Then they return to civil life. The prison wants them to succeed "outside." It wants them adequately prepared to succeed. That is why thoughtful and forward-looking prison executives believe strongly in attempting to incorporate in prison life as many opportunities for normal ac-

tivities as possible. That is why they want the community to cooperate. This approach to crime prevention is shared by many progressive states and nations. Pennsylvania cannot afford to lag.

Such objectives are not visionary. They are closer to realism than are many of the ideas they have supplanted. They are not extravagant. In the contribution they make to the reduction of crime and the conservation of human resources they represent a program of long-range economy.

What Pennsylvania Needs:

The program has been launched in Pennsylvania. It should be developed as rapidly as constructive thinking can work out the plans. Classification by institutions is now in progress. The system of classification of inmates within the institutions is definitely established. But, as has been pointed out, certain new institutions are needed to supplement the program as soon as funds are available. An imperatively needed step is immediate construction of the Cumberland Valley State Institution for Defective Delinquents.

Construction of this institution has already been authorized. A 500-acre tract, owned by the State, has been set aside for the purpose. It awaits appropriation of the necessary funds.

When completed the institution will house the mentally defective who have committed crimes or who show criminal tendencies. To it will be assigned defective criminals who, for lack of adequate facilities, are now held at the penitentiaries and correctional institutions. This will prove of great advantage to the management of the older prisons. The defective represents a type with which those prisons are not equipped to deal and adds greatly to the difficulties of administration.

Because of the nature and irresponsibility of many of its inmates, the Cumberland Valley institution will have maximum security facilities. A portion will be surrounded with a high triple fence of heavy barbed wire. Eventually it is proposed to construct buildings outside the enclosure for lower grade, more easily controlled inmates and for those whose progress indicates that they may be considered for discharge.

The institution will include equipment for industrial training, schools, a farm, a hospital and recreation facilities.

Present plans call for a structure capable of housing 300 men. It is hoped, however, to add units from time to time until approximately 2,000 criminals of this type may either be held in secure custody or sufficiently trained in vocations within their capacities to become dependable, self-supporting citizens.

It is imperative also that Graterford be completed under the present changed and restricted plans. A modern hospital, adequate school rooms and an auditorium are needed. Farm activities outside the wall demand attention. The truck gardens should be developed. There is no need for more than the five cell blocks which have been partially built. These should be completed.

Careful consideration should be given also to the idea of establishing prison camps—both forest and farm—in which would be housed minor offenders and inmates who are shortly to be paroled. These could be arranged in connection with existing institutions. The plan has proved successful in the Federal prison system, demonstrating its value not only in reducing prison costs but in providing more normal living conditions for prisoners and a better preparation for life after release.

Improved treatment could be provided for first offenders. Many, for example, might get suspended sentences under effective probation. Those who for various reasons are denied probation could be committed to an industrial school less costly to operate than Huntingdon, with its old-type construction. For the great majority of first offenders, training and discipline are more necessary and more effective than rigid custody.

Development of farm work-houses and industrial prison farms to replace many inadequate county prisons should be encouraged. They could be established either by the separate counties or by groups of counties. Such units would give wider scope to the classification program, and would aid greatly in the preparation of offenders for constructive community life.

Personnel:

Closely associated with the plan for variation in types of penal institutions is the demand for trained leadership and

personnel. In addition to a training school for new guards, special classes in the separate institutions could develop a wider usefulness among those already in the prison service.

Prison guards, as well as other employes, should be under civil service with opportunity to advance to higher grades through study and ability. Service on the staff of a penal institution should provide for promotion. Opportunity to progress within the service would do much to attract college and university trained men who would see in the work possibilities for worth-while careers.

Colleges could be encouraged to set up courses in criminology and penology to the end that a greater number of capable workers with wide social outlook would find a field of service in prison administration. A period of internship on a professional basis could be arranged by colleges and schools of social work, providing practical prison experience along with the class-room studies.

To some degree this plan is already in effect in Pennsylvania. The Western State Penitentiary, The Pennsylvania Industrial School and The State Industrial Home for Women have accepted such internes in various of their activities.

Prison Records:

The inadequacy of prison records has long been recognized. Pennsylvania has been developing its record systems, but they should be improved. This calls for the services of a group of workers trained in medicine, social work, psychology and psychiatry. The collection of data concerning each inmate, the interpretation of such information, and the use of it in prison programs are vital. It is imperative that every possibility for constructive reshaping of the life of the inmate be analyzed. It is foolish, for example, to offer advanced academic education to the mental defective. Many within this class may, however, be better equipped to carry out monotonous machine operations than is the more normal individual. That is the type of decision which should be based on the analyses of the trained worker. Periodic re-classification of inmates, progress reports on individuals and all the practices of modern industry in shop adjustments can also be effectively utilized in prison rehabilitation programs.

Public Attitudes:

Unfortunately, there is today no wide general acceptance of the prison program that is being attempted and of its possibilities in public economy and crime reduction. Sober, unemotional, informed public interest and cooperation could do much to forward its success.

Here professional and other groups could be helpful. The Bar Associations, for example, could render a great service by studying and reporting on the comparative value of long, short and indeterminate sentences. Organized labor and groups of manufacturers could be interested not only in prison labor programs but in various other phases of prison life. At some institutions apprenticeship schools have been established in the prisons with instruction and training comparable to those obtainable outside. This has opened the way to employment for released inmates and has aided tremendously their "come-back."

Intelligent discussion in magazine and newspaper articles of such methods and objectives is always a helpful factor.

To the great body of our citizens the prison should not be a Forgotten City. It should be considered as a work-shop in which human beings are developed after other forces of society have failed. It needs leadership with vision and resource in which there is sufficient confidence to assure sincere public support.

Credits:

To encourage the prisoner to keep alive his desire for development, some form of credits, particularly in the educational and vocational activities should be devised. Steps have already been taken to that end. During the present administration Department of Welfare representatives held several conferences with officials of the Department of Public Instruction for the purpose of relating the academic and vocational instruction in the prison to the standard established for outside schools. As a result certain prison school courses have been certified by the Department of Public Instruction and inmates receive credit for completion of the prescribed work. Promotion cards are issued and High School examination requirements followed. The plan calls for Commonwealth Cer-

tificates of completion of a prescribed course of study extending in some instances through the High School.

To younger prisoners, particularly many of those at Huntingdon, this is of great value, since the public schools accept the credits earned in the prison school. For the adult prisoner it opens the door to advanced educational opportunities.

One of the goals included in a rounded prison program is the issuance of Work Certificates to prisoners who have acquired apprenticeship or full-time knowledge of any particular trade while in custody. In one of our State penitentiaries, the apprenticeship course in the printing shop was set up by the local typothetae on a basis comparable with that used in that particular industry outside. When an inmate completes the course in this shop, for example, he could be granted a Work Credit card making him eligible to recognition by trade groups. Inmates who have become experienced helpers in plumbing, electricity, and many other lines of activity in the penal institutions could also receive Work Credit cards that would be recognized outside prison walls.

Sentences:

Many thoughtful students of the criminal problem have proposed that the procedure of fixing sentences be modified in such a way that the Courts sentence offenders to institutions without stating definite time limits. Such a plan pre-supposes a prison staff of highly intelligent, highly trained specialists. The progress of the individual, his adaptability to normal conditions, and his application to the program agreed upon for him would determine his stay in the institution.

This proposal merits careful consideration. It has many interesting and logical possibilities. Certainly it is useless and unwise to release a man before he is ready for community life. It is just as unreasonable to hold him beyond the completion of his training period when he is prepared to take his place in the world.

The State's Responsibility:

In the development of any program for penal and correctional institutions, the State should assume leadership. Progress is made as each institution develops within itself, but

since the institutions belong to the State, there must be a related program for which the State stands responsible.

Bureau or Department?

Whether this responsibility should be exercised through a separate Department or through a Bureau within the Department of Welfare, as at present, is a question which has aroused interested discussion. Opinion is divided, although proponents of both methods seek the same goal—development of machinery best fitted to deal with the present and future penal problems of Pennsylvania.

The two points of view may be summarized as follows:

Advocates of a separate Department of Corrections to supervise our entire penal organization maintain that:

The problem is now both great and complex. It will continue to grow. There has been a definite increase in centralized state control. This will expand, increasing the volume of work.

Present state machinery is inadequate to meet these conditions. It consists of a Bureau of Corrections and a Division of Prison Labor in the Department of Welfare, and Parole supervision in the office of the Attorney General. The Secretary of the Department of Welfare must administer not only the penal and correctional institutions, but also the large group of other institutions and services. Inevitably the Secretary of the Department and not the head of a subordinate Bureau of Corrections will dominate the work.

The penal and correctional task is large enough to require the undivided attention of a Director who should not be submerged in a Department as a Bureau official, but should dominate in the field. If he is a subordinate in a Department, he will never be able to make direct contact with the public in any large way and consequently not be in a position to explain and justify his work and plans. To be effective this official should have only one superior in the State administration, namely, the Governor. He should therefore be the head of a Department.

Advocates of a Bureau of Corrections within the Welfare Department maintain that:

The penal and correctional problem of the State is not sepa-

rate and distinct from other welfare problems. It can be treated effectively only in relation to those problems. The Department of Welfare, which is responsible for guiding the State's efforts in all these fields, is therefore the logical center for administrative supervision of penal and correctional services.

State policy in both welfare and correction should be consistent and coherent, and administration should be correlated under effective leadership. The Governor cannot give the time and thought necessary for arriving at a balanced program for all the technical services required. A planned program, based on agreement of technical experts, should be laid before him. This can best be done if the several fields are united in one departmental organization.

One of the principal problems of state administration today is to reintegrate a large number of separate administrative departments, which, by accident or by the pressure of particular groups and interests, have been subdivided in the past. Why subdivide further?

The Bureau of Corrections could be developed to handle effectively the whole present and prospective job in its field, including supervision of paroles, standardization of probation, development of prison labor, supervision of institutional management, and individualized treatment. With understanding departmental leadership, and the assistance of private organizations or of an official advisory group, the head of such a bureau could be free to express leadership to the limit of his personal capacity.

Both groups agree that under either type of administration the following factors are essential to a developed penal program:

Informed and independent leadership.

Adequate trained personnel, functioning in cooperation with available services.

Centralization of the functions of prison administration, parole and pardon.

The entire problem is, of course, legislative in nature and must be decided as such. But whatever machinery of administration is determined upon, responsibility for an effective penal program still remains with the State.

APPROPRIATIONS AND COSTS
STATE-OWNED PENAL AND CORRECTIONAL INSTITUTIONS
1931-1934

Institution	Maintenance Appropriations			Construction Appropriations		
	Biennium 1931-33	Biennium 1933-35	Total 1931-35	Biennium 1931-33	Biennium 1933-35	Total 1931-35
Penna. Industrial School ----	\$1,064,000	\$957,000	\$2,021,000	\$200,000	None	\$200,000
State Industrial Home -----	268,000	273,500	541,500	150,000	"	150,000
Eastern State Penitentiary (in- cluding Graterford) -----	2,086,000	2,092,000	4,178,000	2,000,000	"	2,000,000
Western State Penitentiary (in- cluding Rockview) -----	1,995,000	1,821,500	3,816,500	228,000	"	228,000
Total -----	\$5,413,000	\$5,144,000	\$10,557,000	\$2,578,000	"	\$2,578,000

	Per Diem Maintenance Per Capita Costs					
	Yearly Averages				Biennium Averages	
	1931	1932	1933	1934	1929-31	1931-33
Penna. Industrial School -----	1.1118	.9826	1.1583	1.2110	1.1328	1.0649
State Industrial Home -----	2.5707	2.0466	1.8431	1.7071	2.4367	1.9365
Eastern State Penitentiary (in- cluding Graterford) -----	1.0135	.9465	.9283	.9273	.9789	.9371
Western State Penitentiary (in- cluding Rockview) -----	1.4199	1.2354	1.2002	1.1147	1.4197	1.2176

NUMBER IN STATE PENAL INSTITUTIONS—FISCAL YEAR
ENDING MAY 31

Year	Eastern Penitentiary (Includes Graterford)	Western Penitentiary (includes Rockview)	Pennsylvania Industrial School Huntingdon	State Industrial Home Muncy	Total
May 31, 1931 -----	2,734	2,058	1,323	120	6,235
May 31, 1932 -----	2,931	2,082	1,302	161	6,476
May 31, 1933 -----	3,133	2,135	933	184	6,385
May 31, 1934 -----	2,792	2,019	1,028	202	6,041
October 31, 1934 -----	2,900	2,051	1,062	231	6,244

NEW COMMITMENTS TO STATE PENITENTIARIES AND REFORMATORIES*

June 1, 1930—May 31, 1931

Table I

Age	Eastern Penitentiary (includes Graterford)		Western Penitentiary (includes Rockview)		Penna. Industrial School Huntingdon		State Industrial Home Muncy		Total					
	Num- ber	Per cent	Num- ber	Per cent	Num- ber	Per cent	Num- ber	Per cent	Male		Female		Total	
									Num- ber	Per cent	Num- ber	Per cent		
Under 21 years	152	16.7	75	12.3	771	77.8	28	50.9	998	39.7	28	50.9	1026	40.0
21-24 years	230	25.2	148	24.2	203	20.5	10	18.2	581	23.1	10	18.2	591	23.0
25-29 years	180	19.8	148	24.2	15	1.5	6	10.9	343	13.7	6	10.9	349	13.6
30-34 years	127	13.9	77	12.7	2	.2	5	9.1	206	8.2	5	9.1	211	8.2
35-39 years	89	9.8	60	9.8			5	9.1	149	5.9	5	9.1	154	6.0
40-44 years	53	5.8	38	6.2			1	1.8	91	3.6	1	1.8	92	3.6
45-49 years	43	4.7	29	4.7					72	2.9			72	2.8
50 years and over	37	4.1	36	5.9					73	2.9			73	2.8
Total	911	100.0	611	100.0	991	100.0	55	100.0	2513	100.0	55	100.0	2568	100.0

Table II

Educational Status	Num-ber	Per cent	Num-ber	Per cent	Num-ber	Per cent	Num-ber	Per cent	Num-ber	Per cent	Num-ber	Per cent	Total	Per cent
Never attended school	48	5.3	31	5.1	9	.9	3	5.5	88	3.5	3	5.5	91	3.5
Not over 4th grade	170	18.7	131	21.4	260	27.1	8	14.5	570	22.7	8	14.5	578	22.5
5th-8th grades	567	62.2	345	56.5	618	62.4	29	70.9	1530	60.9	39	70.9	1569	61.1
High School	118	13.0	83	13.6	94	9.5	5	9.1	285	11.7	5	9.1	300	11.7
College-Business or Trade School	8	.8	21	3.4	1	.1	0	0	30	1.2	0	0	30	1.2
Total	911	100.0	611	100.0	991	100.0	55	100.0	2513	100.0	55	100.0	2568	100.0
Able to read or write English	857	94.1	573	93.8	979	98.8	52	94.5	2409	95.9	52	94.5	2461	95.8
Not able to read or write English	54	5.9	38	6.2	12	1.2	3	5.5	104	4.1	3	5.5	107	4.2
Total	911	100.0	611	100.0	991	100.0	55	100.0	2513	100.0	55	100.0	2568	100.0

Table III

Nationality	Num-ber	Per cent	Num-ber	Per cent	Num-ber	Per cent	Num-ber	Per cent	Num-ber	Per cent	Num-ber	Per cent	Total	Per cent
Native born, white	608	66.2	416	68.1	847	85.5	48	87.3	1866	74.3	48	87.3	1914	74.5
Foreign born	87	9.5	71	11.6	29	2.9	3	5.4	187	7.4	3	5.4	190	7.4
Native born, negro	221	24.3	124	20.3	115	11.6	4	7.3	460	18.3	4	7.3	464	18.1
Total	911	100.0	611	100.0	991	100.0	55	100.0	2513	100.0	55	100.0	2568	100.0

Age	Eastern Penitentiary (includes Graterford)		Western Penitentiary (includes Rockview)		Penna. Industrial School Huntingdon		State Industrial Home Muncy		Male		Female		Total	
	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent

Table IV

Occupational Training														
Number having received definite training for industry, trade, business or professions	53	5.8	119	19.5	229	23.1	2	3.6	401	16.0	2	3.6	403	15.7
Number having no such training	853	94.2	492	80.5	762	76.9	53	96.4	2112	84.0	53	96.4	2165	84.3
Total	911	100.0	611	100.0	991	100.0	55	100.0	2513	100.0	55	100.0	2568	100.0
Number unemployed at time of arrest	445	48.8	321	52.5	635	69.1	49	89.1	1451	57.7	49	89.1	1500	58.4
Employed at time of arrest	466	51.2	290	47.5	306	30.9	6	10.9	1062	42.3	6	10.9	1068	41.6
Total	911	100.0	611	100.0	991	100.0	55	100.0	2513	100.0	55	100.0	2568	100.0

Table V

Previous Institutional Commitment														
Previously committed	486	53.3	315	51.6	380	38.3	13	23.6	1181	47.0	13	23.6	1194	46.5
Not previously committed	425	46.7	296	48.4	611	61.7	42	76.4	1332	53.0	42	76.4	1374	53.5
Total	911	100.0	611	100.0	991	100.0	55	100.0	2513	100.0	55	100.0	2568	100.0

Table VI

Time Served by Inmates Released														
Less than one year	61	9.5	94	13.8	932	93.4	3	8.1	155	6.8	3	8.1	158	6.9
1 year—less than 2	210	32.7	177	25.9	1	.1	5	21.6	1319	58.3	8	21.6	1327	57.7
2 years—less than 3	145	22.6	143	20.9	5	.5	13	35.2	289	12.8	13	35.2	302	13.1
3 years—less than 4	54	8.4	72	10.6	1	.1	9	24.3	131	5.8	9	24.3	140	6.1
4 years—less than 5	32	5.0	48	7.0	1	.1	1	2.7	80	3.5	1	2.7	81	3.5
5 years—less than 10	119	18.5	115	16.8	1	.1	2	5.4	234	10.4	2	5.4	236	10.3
10 years—less than 20	21	3.3	34	5.0	1	.1	1	2.7	55	2.4	1	2.7	56	2.4
Over 20 years	1	.1	1	.1	1	.1	1	.04	1	.04	1	.04	1	.04
Total	643	100.0	683	100.0	998	100.0	37	100.0	2284	100.0	37	100.0	2301	100.0

* Excluding parole, parole violators, escapes returned, transfers etc.

NEW COMMITMENTS TO STATE PENITENTIARIES AND REFORMATORIES

June 1, 1931—May 31, 1932

Table I

Age	Eastern Penitentiary (includes Graterford)		Western Penitentiary (includes Rockview)		Penna. Industrial School Huntingdon		State Industrial Home Muncy		Male		Female		Total
	Num-ber	Per cent	Num-ber	Per cent	Num-ber	Per cent	Num-ber	Per cent	Num-ber	Per cent	Num-ber	Per cent	Num-ber
Under 21 years	128	14.1	49	9.1	696	80.6	19	28.0	873	37.7	19	28.0	892
21-24 years	218	23.9	113	20.9	155	18.0	90	29.4	486	21.0	20	29.4	506
25-29 years	213	23.4	136	25.1	12	1.4	10	14.7	361	15.6	10	14.7	371
30-34 years	128	14.1	77	14.2	---	---	10	14.7	205	8.9	10	14.7	215
35-39 years	96	10.5	60	11.1	---	---	5	7.4	156	3.7	---	7.4	161
40-44 years	66	7.2	45	8.3	---	---	---	---	111	4.8	---	---	111
45-49 years	26	2.9	23	4.3	---	---	2	2.9	49	2.1	---	2.9	51
50 years and over	36	3.9	38	7.0	---	---	2	2.9	74	3.2	2	2.9	76
Total	911	100.0	541	100.0	863	100.0	68	100.0	2315	100.0	68	100.0	2383

Table II

Educational Status	Never attended school		Not over 4th grade		5th-8th grades		High School		College—Business or Trade School		Total	
	Num-ber	Per cent	Num-ber	Per cent	Num-ber	Per cent	Num-ber	Per cent	Num-ber	Per cent	Num-ber	Per cent
Never attended school	49	5.4	20	3.7	2	.2	1	1.5	71	3.1	1	1.5
Not over 4th grade	160	17.5	133	24.6	231	26.8	14	20.6	524	22.6	14	20.6
5th-8th grades	583	64.0	276	51.0	521	60.4	41	60.3	1380	59.6	41	60.3
High School	108	11.9	87	16.1	106	12.3	9	13.2	301	13.0	9	13.2
College—Business or Trade School	11	1.2	25	4.6	3	.3	3	4.4	39	1.7	3	4.4
Total	911	100.0	541	100.0	863	100.0	68	100.0	2315	100.0	68	100.0
Able to read or write English	864	94.8	505	93.3	2	.2	3	4.4	1371	59.2	3	4.4
Not able to read or write English	47	5.2	36	6.7	861	99.8	65	95.6	844	40.8	65	95.6
Total	911	100.0	541	100.0	863	100.0	68	100.0	2315	100.0	68	100.0

Table III

Nationality	Native born, white		Foreign born		Native born, negro		Total	
	Num-ber	Per cent	Num-ber	Per cent	Num-ber	Per cent	Num-ber	Per cent
Native born, white	604	66.3	361	66.7	759	87.9	1724	74.5
Foreign born	48	5.3	75	13.9	17	2.0	140	6.0
Native born, negro	259	28.4	105	19.4	87	10.1	451	19.5
Total	911	100.0	541	100.0	863	100.0	2315	100.0

Age	Eastern Penitentiary (includes Graterford)		Western Penitentiary (includes Rockview)		Penna. Industrial School Huntingdon		State Industrial Home Muncy		Male		Female		Total	
	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent

Table IV

Occupational Training

Number having received definite training for industry, trade, business or professions -----

Number having no such training -----

Total -----

Number unemployed at time of arrest -----

Employed at time of arrest -----

Total -----

48	5.3	134	24.8	78	9.0	1	1.5	290	11.2	1	1.5	261	11.0
883	94.7	407	75.2	785	91.0	67	98.5	2055	88.8	67	98.5	2122	89.0
911	100.0	541	100.0	863	100.0	68	100.0	2315	100.0	68	100.0	2383	100.0
498	54.7	330	61.0	636	73.7	67	98.5	1464	63.2	67	98.5	1531	64.2
413	45.3	211	39.0	227	26.3	1	1.5	851	36.8	1	1.5	852	35.8
911	100.0	541	100.0	863	100.0	68	100.0	2315	100.0	68	100.0	2383	100.0

Table V

Previous Institutional Commitment

Previously committed -----

Not previously committed -----

Total -----

512	56.2	236	43.6	530	38.2	15	22.1	1078	46.6	15	22.1	1093	45.9
339	43.8	305	56.4	533	61.8	53	77.9	1237	53.4	53	77.9	1290	54.1
911	100.0	541	100.0	863	100.0	68	100.0	2315	100.0	68	100.0	2383	100.0

Table VI

Time Served by Inmates Released

Less than one year -----

1 year—less than 2 -----

2 years—less than 3 -----

3 years—less than 4 -----

4 years—less than 5 -----

5 years—less than 10 -----

10 yrs. less than 20 -----

Over 20 years -----

Total -----

46	5.6	89	12.8	5	.5	3	7.5	140	5.7	3	7.5	143	5.8
277	34.0	167	24.0	927	98.8	10	25.0	1371	56.0	10	25.0	1381	51.5
171	21.0	130	18.7	1	.1	15	37.5	302	12.3	15	37.5	317	12.7
86	10.5	69	9.9	6	.6	7	17.5	161	6.6	7	17.5	168	6.8
52	6.4	32	4.6	---	---	4	10.0	84	3.4	4	10.0	88	3.5
112	13.7	129	18.6	---	---	1	2.5	241	9.8	1	2.5	242	9.7
71	8.7	79	11.4	---	---	---	---	150	6.2	---	---	150	6.0
1	.1	---	---	---	---	---	---	1	.04	---	---	1	.04
816	100.0	695	100.0	939	100.0	40	100.0	2450	100.0	40	100.0	2490	100.0

NEW COMMITMENTS TO STATE PENITENTIARIES AND REFORMATORIES

June 1, 1932—May 31, 1933

Table I

Age	Eastern Penitentiary (includes Graterford)			Western Penitentiary (includes Rockview)			State Industrial School Huntingdon			State Industrial Home Muncy			Male			Female			Total		
	Num-ber	Per cent		Num-ber	Per cent		Num-ber	Per cent		Num-ber	Per cent		Num-ber	Per cent		Num-ber	Per cent		Num-ber	Per cent	
Under 21 years	147	15.9		47	10.0		561	78.9		32	44.4		755	35.9		32	44.4		787	36.2	
21-24 years	207	22.4		92	19.5		140	19.7		17	23.6		439	20.9		17	23.6		456	21.0	
25-29 years	189	20.5		99	21.0		10	1.4		5	6.9		298	14.2		5	6.9		303	13.9	
30-34 years	146	15.8		88	18.7		---	---		7	9.7		234	11.1		7	9.7		241	11.1	
35-39 years	80	8.7		57	12.1		---	---		4	5.6		137	6.5		4	5.6		141	6.5	
40-44 years	55	6.0		36	7.7		---	---		3	4.2		91	4.3		3	4.2		94	4.3	
45-49 years	43	4.7		28	5.9		---	---		4	5.6		71	3.4		4	5.6		75	3.4	
50 years and over	55	6.0		24	5.1		---	---		---	---		79	3.7		---	---		79	3.6	
Total	922	100.0		471	100.0		711	100.0		72	100.0		2,104	100.0		72	100.0		2,176	100.0	

Table II

Educational Status	Num-ber	Per cent		Num-ber	Per cent		Num-ber	Per cent		Num-ber	Per cent		Num-ber	Per cent		Num-ber	Per cent		Num-ber	Per cent	
Never attended school	55	6.0		25	5.3		2	.3		15	20.8		82	3.9		15	20.8		82	3.8	
Not over 4th Grade	154	16.7		75	15.9		138	19.1		46	63.9		365	17.4		46	63.9		380	17.4	
5th-8th Grades	581	63.0		270	57.3		469	66.0		11	15.3		1,820	82.7		11	15.3		1,866	82.8	
High School	106	11.5		87	18.5		102	14.3		---	---		295	14.0		---	---		306	14.1	
College—Business or Trade School	26	2.8		14	3.0		2	.3		---	---		42	2.0		---	---		42	1.9	
Total	922	100.0		471	100.0		771	100.0		72	100.0		2,104	100.0		72	100.0		2,176	100.0	
Able to read or write English	867	94.0		440	93.4		704	99.0		68	94.4		2,011	95.6		68	94.4		2,079	95.5	
Not able to read or write English	55	6.0		31	6.6		7	1.0		4	5.6		93	4.4		4	5.6		97	4.5	
Total	922	100.0		471	100.0		711	100.0		72	100.0		2,104	100.0		72	100.0		2,176	100.0	

Table III

Nationality	Num-ber	Per cent		Num-ber	Per cent		Num-ber	Per cent		Num-ber	Per cent		Num-ber	Per cent		Num-ber	Per cent		Num-ber	Per cent	
Native Born, white	608	65.9		327	69.4		589	82.9		56	77.7		1,524	72.4		56	77.7		1,580	72.6	
Foreign Born	82	8.9		54	11.5		8	1.1		4	5.6		144	6.9		4	5.6		148	6.8	
Native Born, negro	232	25.2		90	19.1		114	16.0		12	16.7		486	20.7		12	16.7		448	20.6	
Total	922	100.0		471	100.0		711	100.0		72	100.0		2,104	100.0		72	100.0		2,176	100.0	

Age	Eastern Penitentiary (includes Graterford)		Western Penitentiary (includes Rockview)		State Industrial School Huntingdon		State Industrial Home Muncy		Total			
	Male		Female		Male		Female		Male		Female	
	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent	Num-ber	Per-cent

Table IV

Occupational Training												
Number having received definite training for industry, trade, business or profession -----	60	6.5	92	19.5	135	19.0	2	2.8	287	13.6	289	13.3
Number having no such training -----	892	93.5	379	80.5	576	81.0	70	97.2	1,817	86.4	1,887	86.7
Total -----	922	100.0	471	100.0	711	100.0	72	100.0	2,104	100.0	2,176	100.0
Number unemployed at time of arrest -----	465	50.4	263	62.2	496	69.8	69	95.8	1,254	59.6	1,323	60.8
Employed at time of arrest -----	457	49.6	178	37.8	215	30.2	3	4.2	850	40.4	853	39.2
Total -----	922	100.0	471	100.0	711	100.0	72	100.0	2,104	100.0	2,176	100.0

Table V

Previous Institutional Commitment												
Previously Committed -----	515	55.9	241	51.2	263	37.0	17	23.6	1,019	48.4	1,036	47.6
Not Previously Committed -----	407	44.1	230	48.8	448	63.0	55	76.4	1,085	51.5	1,140	52.4
Total -----	922	100.0	471	100.0	711	100.0	72	100.0	2,104	100.0	2,176	100.0

Table VI

Time Served by Inmates Released												
Less than one year -----	62	7.8	79	14.3	29	2.5	7	10.1	170	6.8	177	6.9
1 year--less than 2 -----	277	35.0	154	27.9	1,108	97.1	19	27.6	1,539	62.0	1,558	61.0
2 years--less than 3 -----	173	21.9	105	19.0	2	.2	23	33.3	980	11.3	303	11.9
3 years--less than 4 -----	101	12.8	79	14.3	2	.2	13	18.8	182	7.3	135	7.6
4 years--less than 5 -----	56	7.1	36	6.5	---	---	4	5.8	92	3.7	96	3.8
5 years--less than 10 -----	99	12.5	85	15.4	---	---	3	4.4	184	7.4	187	7.3
10 years--less than 20 -----	23	2.9	14	2.6	---	---	---	---	37	1.5	37	1.5
Total -----	791	100.0	552	100.0	1,141	100.0	63	100.0	2,484	100.0	2,553	100.0

Table III

Nationality	454	61.0	252	68.1	516	80.3	58	84.1	1222	69.7	58	84.1	1280	70.2
Native born, white	57	7.7	46	12.4	8	1.3	2	2.9	111	6.3	2	2.9	113	6.2
Foreign born	235	31.3	72	19.5	116	18.1	9	13.0	421	24.0	9	13.0	430	23.6
Native born, negro														
Total	744	100.0	370	100.0	640	100.0	69	100.0	1754	100.0	69	100.0	1823	100.0

Table IV

Occupational Training														
Number having received definite training for industry, trade, business or profession	36	4.8	58	15.7	173	27.0	3	4.3	287	15.2	3	4.3	270	14.8
Number having no such training	708	95.2	312	84.3	467	73.0	66	95.7	1487	84.8	66	95.7	1553	85.2
Total	744	100.0	370	100.0	640	100.0	69	100.0	1754	100.0	69	100.0	1823	100.0
Number unemployed at time of arrest	396	53.2	204	55.1	467	73.0	65	94.2	1067	60.8	65	94.2	1132	62.1
Employed at time of arrest	348	46.8	166	44.9	173	27.0	4	5.8	687	39.2	4	5.8	691	37.9
Total	744	100.0	370	100.0	640	100.0	69	100.0	1754	100.0	69	100.0	1823	100.0

Table V

Previous Institutional Commitment														
Previously committed	411	55.2	202	54.6	266	41.5	20	29.0	879	50.1	20	29.0	899	49.3
Not previously committed	333	44.8	168	45.4	374	58.5	49	71.0	875	49.9	49	71.0	924	50.7
Total	744	100.0	370	100.0	640	100.0	69	100.0	1754	100.0	69	100.0	1823	100.0

Table VI

Time Served by Inmates Released														
Less than 1 year	59	7.0	57	8.5	1	.1	5	7.7	117	5.3	5	7.7	122	5.4
1 year—less than 2	255	30.4	150	22.4	704	99.3	21	32.3	1109	50.1	21	32.4	1130	49.6
2 years—less than 3	202	24.1	153	22.9			27	41.5	335	16.0	27	41.5	382	16.8
3 years—less than 4	107	12.8	105	15.7			7	10.8	212	9.0	7	10.7	219	9.6
4 years—less than 5	63	7.5	56	8.4					119	5.4			119	5.2
5 years—less than 10	124	14.8	113	16.9			5	7.7	237	10.7	5	7.7	242	10.6
10 years—less than 20	28	3.4	34	5.1					62	2.8			62	2.7
Over 20 years			1	.1					1	.1			1	.1
Total	838	100.0	689	100.0	705	100.0	65	100.0	2212	100.0	65	100.0	2277	100.0



